

Message Text

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FOR US REP ICAO

FOLLOWING REPEAT GENEVA 8814 SENT ACTION SECSTATE JUN 09.
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FOR J. GRAVATT, EB/OA/AVP; PASS A.I.D. FOR G. BUTCHER,
AA/AFR

E.O. 11652:
TAGS: EAIR, ICAO, SA
SUBJECT: CIVIL AVIATION TRAINING CONFERENCE FOR BENEFIT OF
AFRICAN STATES, GENEVA, MAY 31 TO JUNE 2, 1978

REF: STATE 135024

1. SUMMARY: THERE WAS SUBSTANTIAL TURN-OUT OF AFRICAN AND
DONOR NATIONS, INTERNATIONAL AVIATION ORGANIZATIONS, AIR-
LINE REPRESENTATIVES AND AIRCRAFT/ENGINE MANUFACTURERS AT
THREE-DAY CONFERENCE ON CIVIL AVIATION (CA) MANPOWER
TRAINING NEEDS FOR SUB-SAHARA AFRICA. STUDY OF INDUSTRY
STRESSES THEME THAT IN LDCA, ESPECIALLY AFRICAN ONES WHICH
WERE INFRASTRUCTURE POOR AT INDEPENDENCE, CA NOT LUXURY BUT
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WORKHORSE MODE OF TRANSPORT THAT SUPPORTS RURAL DEVELOPMENT
AND FOSTERS NATIONHOOD. ELEVEN DELEGATIONS HAD PRIVATE
DISCUSSIONS WITH USDEL (AT THEIR REQUEST) ASKING FOR BI-
LATERAL SUPPORT OF VARIOUS ELEMENTS OF THEIR COUNTRY TRAIN-
ING REQUIREMENTS. POTENTIAL DONORS (EXCEPT U.S.) MADE NON-
COMMITTAL BUT POSITIVE STATEMENTS WHICH SUPPORTED IN PRIN-
CIPLE AFRICAN NEED FOR CA MANPOWER TRAINING IN ORDER TO
ASSURE SAFETY AND RELIABILITY OF CA OPERATIONS. THEY CON-
CURRED WITH CA'S OVERALL RELEVANCE TO DEVELOPMENT. END
SUMMARY.

2. THREE DAY CONFERENCE, MAY 31 - JUNE 2 INCLUSIVE, HELD GENEVA AIMED AT ASSISTING 42 AFRICAN COUNTRIES DEVELOP THEIR CIVIL AVIATION INFRASTRUCTURE BASED ON INTERNATIONAL CIVIL AVIATION ORGANIZATION (ICAO) STUDY RECOMMENDATIONS. THEME OF CONFERENCE STRESSED STUDY VIEW THAT CIVIL AVIATION MODE OF TRANSPORT MUST NOT BE CONSIDERED AS LUXURY BUT RATHER AS COMMON EVERYDAY WORKING UNIT WHICH CONTRIBUTES GREATLY TO ECONOMIC DEVELOPMENT AS WELL AS TO NATIONHOOD. THEME REPEATED BY ALL SPEAKERS OF ORGANIZATIONS SPONSORING CONFERENCE: DOO KINGUE, UNDP (CONFERENCE CHAIRMAN); MOUSSA MAIGA, PRESIDENT OF AFRICAN CIVIL AVIATION COMMISSION (AFCAC) OF OAU; ASSAD KOTAITE, PRESIDENT, ICAO AND W. ETEKI MBOUMOUA, ADMINISTRATIVE SECRETARY OAU. THIRTY-FIVE OF 42 AFRICAN COUNTRIES STUDIED REPRESENTED AT CONFERENCE OF WHICH ALMOST HALF--15 (BOTSWANA, CENTRAL AFRICAN EMPIRE, ETHIOPIA, GABON, GAMBIA, GHANA, GUINEA BUSSAU, KENYA, MOZAMBIQUE, NIGER, SAO TOME ET PRINCIPE, SIERRA LEONE, SOMALI, CHAD, AND ZAMBIA) WERE REPRESENTED AT MINISTERIAL LEVEL. OTHER ORGANIZATIONS REPRESENTED INCLUDED AIRLINES (AEROFLOT, BRITISH AIRWAYS, TAP (PORTUGAL), ROYAL DUTCH AIRLINES (KLM), PANAM, AND SWISSAIR). ALSO THERE WERE 14 DEVELOPED COUNTRIES REPRESENTED: EEC, IBRD, IATA, ITU, LIMITED OFFICIAL USE
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UNITED TECHNOLOGIES (USA) AND OTHER AVIATION-ORIENTED FIRMS AND TWO MANUFACTURING FIRMS--LOCKHEED AND ROLLS ROYCE. NUMBER AND LEVEL OF PARTICIPATION APPEARED TO EXCEED EXPECTATIONS OF SPONSORING ORGANIZATIONS.

3. COPIES OF CONFERENCE AGENDA, PRESS RELEASE, LIST OF PARTICIPANTS AND OTHER PERTINENTS POUCHED TO GRAVATT, EB/OA/ AVP, JUNE 9, 1978 REGISTRY NO. 2614550. ICAO WORKING DOCUMENT ENTITLED MANPOWER AND CIVIL AVIATION TRAINING IN AFRICA ASSUMED TO BE AVAILABLE IN DEPARTMENT.

4. WORKING DOCUMENT REFERENCED PARA 3 MAKES CASE THAT BECAUSE AFRICA HAS LESS OF AN INFRASTRUCTURE OF ROADS, RAILWAYS AND INLAND WATERWAYS THAN OTHER CONTINENTS, CIVIL AVIATION (CA) HAS ESPECIALLY CRUCIAL ROLE IN SOCIO-ECONOMIC DEVELOPMENT. UNTIL SURFACE INFRASTRUCTURE IN MOST OF LEAST DEVELOPED COUNTRIES OF AFRICA IS IN PLACE, AVIATION MUST BE USED FOR RURAL DEVELOPMENT AND BUSINESS COMMUNICATION, MOVEMENT OF PERISHABLE AGRICULTURAL PRODUCTS, CROP FERTILIZATION AND PEST CONTROL, STIMULATION OF NEW RURAL EMPLOYMENT AND BRINGING AID TO VICTIMS OF NATURAL DISASTERS SUCH AS EARTHQUAKES AND FLOODS AND CREEPING DISASTERS SUCH AS DROUGHTS OR EPIDEMICS. FLOWING FROM THIS ANALYSIS, DOCUMENT MAKES CASE THAT ONE OF BASIC ELEMENTS OF FUNCTIONING AIR TRANSPORT SYSTEM FOR ANY COUNTRY IS DEVELOPMENT OF NECESSARY HUMAN RESOURCES. SAFETY AND RELIABILITY ARE

BASED ON HUMAN SKILLS WHICH ARE SADLY LACKING IN MANY AFRICAN STATES. THUS, 42 AFRICAN STATES ARE SEEKING DONOR ASSISTANCE IN FUNDING FELLOWSHIPS IN OVER HUNDRED DIFFERENT OCCUPATIONS ASSOCIATED WITH AVIATION INFRASTRUCTURE, BUYING OF EQUIPMENT AND ESTABLISHING MULTINATIONAL CENTERS IN AFRICA TO TRAIN ABOUT 17,000 PERSONS IN FIELDS AS DIVERSE AS PILOT AND MECHANIC TRAINING TO AIRPORT MANAGEMENT AND METEOROLOGY OVER NEXT FIVE YEARS.

5. WHILE MOST REPRESENTATIVES REVIEWED AND/OR UPDATED
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THEIR INDIVIDUAL COUNTRY NEEDS AS INDICATED IN WORKING DOCUMENT, IVORY COAST, TANZANIA, GHANA, NIGERIA, BOTSWANA, SENEGAL, LESOTHO, ETHIOPIA, UGANDA AND GABON DELEGATES WERE ESPECIALLY VOCAL IN THEIR SUPPORT OF CA ROLE IN DEVELOPMENT. IVORY COAST DELEGATE ASSUMED RHETORICAL LEADERSHIP WITH HIS ANALYSIS THAT MEETING WAS LENDERS RATHER THAN DONORS MEETING IN THAT ASSISTANCE GIVEN TO IMPROVING CA INFRASTRUCTURE IN AFRICA WOULD BE NO HANDOUT; RATHER IT COULD PROFIT BOTH LENDER AND QUOTE LENDEE UNQUOTE. DURING DEBATE ON ESTABLISHMENT OF MULTI-NATIONAL CENTERS (ANGLOPHONE IN ETHIOPIA AND FRANCOPHONE IN GABON), SOMALI MINISTER-DELEGATE STRONGLY OBJECTED TO CONSIDERATION OF FUNDING FOR THEM UNTIL NATIONAL NEEDS WERE MET. UK DELEGATE ASKED WHETHER ALTERNATIVE OF USING OTHER (READ NON-AFRICAN) INSTITUTIONS HAD BEEN EXAMINED BEFORE ARRIVING AT CONCLUSION THAT NATIONAL-MULTINATIONAL AFRICAN INSTITUTIONAL EXPANSION WAS NEEDED. IBRD DELEGATE SUGGESTED THAT ECONOMIC RETURNS IN AVIATION INDUSTRY RESULTED PRIMARILY FROM LONG-HAUL CARGO CARRYING CAPACITY WHICH NOT POSSIBLE IN MANY SMALL AFRICAN STATES. SECONDLY, IBRD DELEGATE ASKED WHETHER TECHNICAL COOPERATION ARRANGEMENTS ALREADY EXTANT IN AFRICA COULD BE CONSIDERED AS SUBSTITUTE FOR INDIVIDUAL COUNTRY TRAINING. ICAO REPRESENTATIVE BACKED BY OTHER AFRICAN DELEGATIONS REPLIED THAT EVEN WITH PLANNED MULTINATIONAL CENTERS ONLY ABOUT 50 PERCENT OF TRAINING NEEDS COULD BE MET IN NEXT FIVE YEARS; THAT IMPLICATION OF IBRD QUESTION WAS REGIONALIZATION OF CA WHICH NOT POSSIBLE EVEN IN DEVELOPED COUNTRIES; EACH COUNTRY MUST BE FREE TO PURCHASE AIRCRAFT AND EQUIPMENT IT NEEDS. IATA DELEGATE HOWEVER SUPPORTED MORE TECHNICAL COOPERATION AND REPEATED STANDING OFFER TO DISCUSS NEW INITIATIVES WITH STATES.

6. BOTTOM LINE COST FIGURE WAS THAT LOCAL CONTRIBUTIONS TO
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INFRASTRUCTURE REQUIREMENT FOR THE 42 STATES (NOT INCLUDING

MULTINATIONAL CENTERS) WOULD BE \$30 MILLION LEAVING \$86 MILLION AS REQUIREMENT FROM EXTERNAL SOURCES. ESTIMATED KNOWN BILATERAL AND MULTILATERAL SUPPORT OVER NEXT FIVE YEARS AMOUNTS TO \$25 MILLION LEAVING \$61 MILLION SHORTFALL. OF THIS AMOUNT, \$10 MILLION WOULD BE FOR EQUIPMENT, \$35 MILLION FOR FELLOWSHIPS AND \$16 MILLION FOR EXPERT SERVICES. FOR WIDER RANGING REGIONAL NEEDS INCLUDING MULTINATIONAL CENTERS, AN ADDITIONAL \$20 MILLION IN EXTERNAL AID WOULD BE NEEDED.

7. FREE PERIODS DURING CONFERENCE WERE ALLOTTED SO THAT TALKS COULD BE HELD BETWEEN DELEGATIONS ON POSSIBLE BILATERAL SUPPORT TO INDIVIDUAL COUNTRY PROGRAMS. OF 13 AFRICAN DELEGATIONS REQUESTING DISCUSSION WITH USDEL, 11 TOOK PLACE (TOGO, KENYA, SOMALIA, SIERRA LEONE, LESOTHO, LIBERIA, CAMEROON, GUINEA BISSAU, GUINEA, GHANA AND SENEGAL). ALTHOUGH SPECIFICS VARIED, USG SUPPORT WAS REQUESTED FOR ALL OR PARTS OF INDIVIDUAL COUNTRY PROGRAMS LISTED IN WORKING DOCUMENT. POINTS WERE MADE BY SOME THAT USG SUPPORTED CA PROGRAMS IN THEIR COUNTRIES 10-15 YEARS AGO AND THAT MUCH OF CA EQUIPMENT AND MANY OF CA PROCEDURES WERE OF U.S. ORIGIN. SOME IMPLIED U.S. THEREFORE MORALLY OBLIGATED TO HELP THEM NOW. USDEL WAS NON-COMMITTAL; REITERATED BHN PRIORITIES OF FOREIGN ASSISTANCE PROGRAM; INFORMED DELEGATIONS THAT REPORT OF THEIR REQUEST FOR USG SUPPORT WOULD BE TRANSMITTED TO WASHINGTON; AND LASTLY THAT A RESPONSE WOULD BE SENT TO THEIR CHIEF DELEGATE THROUGH AMEMBASSY IN THEIR COUNTRIES. THEREFORE, REQUEST DEPARTMENT REVIEW AND RESPOND SINCE USDEL OBLIGED TO RECEIVE DELEGATIONS SOME OF WHICH HEADED BY MINISTERS.

8. MEETING CONCLUDED WITH POSITIVE STATEMENTS OF SUPPORT AND INTEREST BY ALL POSSIBLE DONOR DELEGATIONS EXCEPT USDEL WHO DID NOT MAKE ANY TYPE OF PUBLIC STATEMENT DURING CONFERENCE. HOWEVER, CONFERENCE CHAIRMAN DOO KINGUE AND LIMITED OFFICIAL USE
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ICAO TECHNICAL ASSISTANCE DIRECTOR VIVIAN WERE AWARE OF USG POSITION BEFORE CONFERENCE CONVENED.

9. COMMENTS: THERE WAS NO DOUBT AFRICANS WERE EXTREMELY INTERESTED IN OBTAINING SUPPORT FOR MANPOWER TRAINING IN CA INFRASTRUCTURE. FROM THEIR AND ICAO'S PERSPECTIVE, CA PLAYS IMPORTANT ROLE IN BOTH RURAL DEVELOPMENT AND EXTENDING CONCEPT OF NATIONHOOD. FURTHER, EVEN THOUGH OUR FOREIGN ASSISTANCE PRIORITY FOR DEVELOPMENT OF HUMAN RESOURCES GIVES PRIORITY TO AGRICULTURE AND HEALTH SECTORS, CASE COULD BE MADE FOR AT LEAST CONSIDERING SELECTIVELY SOME REQUESTS MADE TO USDEL FOR BILATERAL FUNDING. THEIR INDIVIDUAL COUNTRY REQUESTS ARE CONTAINED IN SECTION V OF ICAO WORKING DOCUMENT. MISSION REALIZES CURRENT USG POLICY PER

REFTEL IS TO SUPPORT CA THROUGH OUR VOLUNTARY CONTRIBUTION TO UNDP. BUT GIVEN AFRICAN INTEREST IN CA AND ITS POSSIBLE RELEVANCE TO OUR OTHER PRIORITIES, WE MAY BE WELL ADVISED NOT TO PLACE ALL OUR CA EGGS IN UNDP BASKET. ANOTHER POINT; THE POTENTIAL IMPACT OF OUR COOPERATION OR NON-COOPERATION WITH CA INITIATIVES IN AFRICA MAY HAVE AN ADVERSE EFFECT ON OUR COMMERCIAL SALES THERE. IT SEEMS TO US THAT IF OTHER MANUFACTURING COUNTRIES ARE ABLE TO MOVE IN WITH AN ASSISTANCE PROGRAM OF CONSIDERABLE IMPACT, SALES OF EQUIPMENT (BOTH GROUND AND AIRCRAFT) WILL NATURALLY FOLLOW. THERE HAVE BEEN SOME EXAMPLES IN PAST WHERE USG, BECAUSE OF THEN CURRENT A.I.D. PRIORITIES, HAVE DISCONTINUED ASSISTANCE AND THUS HAVE BEEN REPLACED BY EXPERTS FROM OTHER COUNTRIES, ONLY TO FIND LATER THAT OUR SHARE OF COMMERCIAL MARKET EITHER DECLINED OR DISAPPEARED. AFTER ALL, IT IS THE EXPERTS WHO SET CA STANDARDS AND NATURALLY THEY SELECT STANDARDS THEY KNOW BEST--THEIR OWN COUNTRIES' STANDARD. PLEASE ADVISE DEPARTMENT/A.I.D. REACTION.

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10. PLEASE ADVISE IF ADDITIONAL DETAILS OF PRIVATE USDEL DISCUSSIONS WITH DELEGATIONS NAMED PARA 7 DESIRED. VANDEN HEUVEL UNQUOTE VANCE

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